

The Honorable Robert J. Bryan

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF WASHINGTON
AT TACOMA

STATE OF WASHINGTON,

Plaintiff,

v.

THE GEO GROUP, INC.,

Defendant.

Case No: 3-17-cv-05806-RJB

**THE GEO GROUP INC'S MOTION FOR
CERTIFICATION OF
INTERLOCUTORY APPEAL**

NOTE ON MOTION CALENDAR:
November 9, 2018

TABLE OF CONTENTS

	Page
TABLE OF AUTHORITIES	ii
INTRODUCTION	1
BACKGROUND	2
STANDARD OF REVIEW	5
ARGUMENT.....	6
I. The Orders Raise A Controlling Question Of Law	6
II. The Orders Raise Substantial Grounds For Differing Opinions	8
III. An Immediate Appeal Could Materially Advance This Case.....	11
CONCLUSION	12

TABLE OF AUTHORITIES

Page(s)

CASES:

<i>Alvarado Guevara v. I.N.S.</i> , 902 F.2d 394 (5th Cir. 1990).....	11
<i>Am. KUSA Corp. v. Advantus Corp.</i> , No. CV 08-3100, 2009 WL 10674756 (C.D. Cal. Sept. 29, 2009).....	9
<i>Ark. Peace Ctr. v. Ark. Dep't of Pollution Control</i> , 992 F.2d 145 (8th Cir. 1993)	12
<i>Couch v. Telescope, Inc.</i> , 611 F.3d 629 (9th Cir. 2010)	6
<i>Dalie v. Pulte Home Corp.</i> , 636 F. Supp. 2d 1025 (E.D. Cal. 2009).....	5
<i>E.E.O.C. v. Glob. Horizons, Inc.</i> , No.: CV-11-3045-EFS, 2013 WL 12170299 (E.D. Wash. Oct. 28, 2013).....	8
<i>Gabriel Techs. Corp. v. Qualcomm, Inc.</i> , No. 08CV1992, 2012 WL 3150604 (S.D. Cal. Aug. 2, 2012)	9
<i>In re Cement Antitrust Litig.</i> , 673 F.2d 1020 (9th Cir. 1981)	5, 6
<i>Kuehner v. Dickinson & Co.</i> , 84 F.3d 316 (9th Cir. 1996)	11
<i>Lucas v. Hertz Corp.</i> , No. C 11-01581, 2012 WL 5199384 (N.D. Cal. Oct. 22, 2012)	6
<i>Menocal v. The GEO Grp., Inc.</i> , 113 F. Supp. 3d 1125 (D. Colo. 2015)	11
<i>Moberg v. Terraqua, Inc.</i> , 199 Wash. App. 1059, 2017 WL 3048645 (Wash. App. July 18, 2017).....	9, 10
<i>Mohawk Indus., Inc. v. Carpenter</i> , 558 U.S. 100 (2009).....	5, 8
<i>Reese v. BP Expl. (Alaska) Inc.</i> , 643 F.3d 681 (9th Cir. 2011).....	6, 8, 10, 11
<i>Rivera v. NIBCO, Inc.</i> , 364 F.3d 1057 (9th Cir. 2004)	5, 7
<i>Solis v. State of Washington</i> , No. C08-5479BHS, 2010 WL 1186184 (W.D. Wash Mar. 23, 2010).....	6

1	<i>Staff Builders Home Healthcare, Inc. v. Whitlock</i> , 108 Wash. App. 928, 33	
2	P.3d 424 (Wash. App. 2001).....	9
3	<i>State Farm Mut. Auto. Ins. Co. v. CPT Med. Servs., P.C.</i> , 375 F Supp. 2d 141	
4	(E.D.N.Y. 2005).....	9
5	<i>Tennenbaum v. Deloitte & Touche</i> , 77 F.3d 337 (9th Cir. 1996)	5
6	<i>Transamerica Computer Co., Inc. v. Int’l Bus. Mach. Corp.</i> , 573 F.2d 646 (9th	
7	Cir. 1978)	5
8	<i>Whyte v. Suffolk Cty. Sheriff’s Dep’t</i> , 91 Mass. App. Ct. 1124, 2017 WL	
9	2274618 (Mass. App. Ct. May 24, 2017).....	11
10	<i>Young v. Young</i> , 164 Wash. 2d. 477, 191 P.3d 1258 (Wash. 2008)	4, 8, 9, 10

STATUTES:

12	28 U.S.C. § 1657(a)	12
13	28 U.S.C. § 1292(b)	2, 5, 6, 7, 11, 12

RULES:

15	Fed. R. Civ. P. 26	2
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OTHER AUTHORITIES:

18	Restatement (Third) of Restitution and Unjust Enrichment (2011)	10
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INTRODUCTION

The GEO Group, Inc. (“GEO”) moves the Court for an order certifying its Order Denying GEO’s Motion for Reconsideration (ECF 144, “Reconsideration Order”) and its prior Order on the State’s Motion to Compel (ECF 133, “Discovery Order”) (together, the “Orders”) for interlocutory appeal or, alternatively, to modify the Orders as necessary to certify an interlocutory appeal. The Orders require GEO to disclose highly confidential and competitively sensitive financial records relating to Northwest Detention Center (“NWDC”). The State’s unauthorized reproduction of this sensitive information without proper confidentiality markings has already shown the risk GEO faces in disclosure. *See* Motion for Reconsideration (ECF 142, “Reconsideration Mot.”).

The underlying and controlling legal issue—*whether GEO’s financial information sought by the State is relevant to the State’s unjust enrichment claim*—has been sharply disputed by the parties. GEO denies that there is any unjust enrichment, but, in any event, the “benefit” received by GEO that would support a restitution award would be limited only to the hourly wage value of detainees’ VWP participation. The State, straying far from the allegations in its Complaint, appears to believe that the detainees’ VWP work entitles it to some massive cut of more than a decade’s worth of profits based on an ill-defined equitable consequential damages notion. When GEO moved for reconsideration of the Discovery Order on the grounds that the compelled financial information is irrelevant, the Court declined to endorse either party’s reasoning about why the information is (or is not) relevant, stating that “[t]o avoid making any findings on the merits of any claim prematurely, further comment on their relevance would appear imprudent.” Reconsideration Order, 2. By compelling disclosure, however, the Court *has* indeed taken a position on the merits by holding that the unjust enrichment claim somehow makes this information relevant, though the Court identified no reason for doing so. GEO strongly disagrees

1 that the information is relevant. The unjust enrichment claim is the sole ground for any monetary
 2 award, and that claim determines whether GEO must put its highly sensitive confidential
 3 information at risk. The State's theory would give it boundless power to prosecute profitable
 4 employers for unjust enrichment. The Ninth Circuit should resolve this important issue now.
 5

6 GEO respectfully asserts that the Orders should be certified for interlocutory appeal under
 7 28 U.S.C. § 1292(b) ("Section 1292(b)"). Such certification is proper when a district court's order
 8 addresses a controlling question of law that offers substantial grounds for disagreement, and an
 9 immediate appeal of that order would materially advance the litigation. The Court's unexplained
 10 holding that GEO's financial records are relevant to unjust enrichment meets all three elements.
 11 First, that holding turns entirely on the proper construction of Washington's unjust enrichment
 12 law, and it is controlling because it is the only grounds for any disclosure obligations under Federal
 13 Rule 26(b). Second, the relevance holding offers substantial grounds for disagreement because
 14 the unjust enrichment claim itself is novel and the holding rests on an unprecedented application
 15 of Washington restitution principles that, if followed, would give the State carte blanche to sue
 16 profitable employers at its whim. Third, an interlocutory appeal of the Orders would materially
 17 advance this case because it could simplify the issues subject both to discovery and to a potential
 18 trial, while the appeal itself is unlikely to postpone the trial that is still roughly nine months away.
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22 Accordingly, and as explained more fully below, GEO respectfully asks the Court either to
 23 certify the Orders for interlocutory appeal or to modify the Orders themselves to include language
 24 that makes them immediately appealable under Section 1292(b).
 25

26 BACKGROUND

27 This case involves two claims by the State of Washington ("State"), only one of which
 28 seeks a monetary award. In that claim, the State alleges that it is entitled to monetary restitution

1 because GEO unjustly “benefits by retaining the difference between the \$1 per day that it pays
 2 detainees and the fair wage that [GEO] should pay for work performed at NWDC,” and it seeks
 3 an award of GEO’s alleged savings for the State itself. Complaint, ECF 1-1, ¶¶ 6.1-6.6, 7.5-7.8.
 4

5 The parties have sharply disputed the nature of the unjust enrichment claim, and the
 6 relevance of certain far-reaching document requests propounded by the State. *See* LCR 37
 7 Expedited Joint Motion, ECF 126, at 1-5 (“Jt. Mot.”). The State sought to discover a broad swath
 8 of highly confidential and business-sensitive financial records relating not only to NWDC but to
 9 GEO’s nationwide business, *see id.* at 5-13, all on the theory that those documents are relevant to
 10 establish both liability and a proper award under its unjust enrichment claim, *id.* at 15-17.
 11 Although the Court properly limited some of these requests as overbroad, it also compelled the
 12 production of many sensitive financial records, implicitly holding that at least some of the
 13 requested documents are relevant to a viable unjust enrichment claim. Disc. Order, 8-10.
 14
 15

16 The parties dispute the substance of the unjust enrichment claim, in part because the State
 17 has expanded that claim far beyond its pleadings. The State’s Complaint alleges only that GEO
 18 has been unjustly enriched by the money it allegedly saved by paying \$1 per day to detainees
 19 instead of a minimum wage. Complaint, ¶¶ 6.4-6.6. In GEO’s view, an award on the unjust
 20 enrichment claim—in the unlikely event the claim could succeed—would involve nothing more
 21 than the alleged hourly wage value of the labor provided by detainees (*i.e.*, the “benefit” provided)
 22 for which GEO would be equitably required to pay. The alleged “benefit” detainees provided to
 23 GEO comprises labor valued at an hourly wage, regardless of GEO’s profitability or financial
 24 models or budgets.
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27 The State now argues instead that GEO’s financial records are relevant because “the
 28 amount and extent of the profit [GEO] derived” from the VWP “are factual circumstances relevant

1 to the analysis of whether it is ‘unjust for GEO to retain the benefit without payment.’” Jt. Mot.,
 2 15 (citing *Young v. Young*, 164 Wash. 2d 477, 191 P.3d 1258, 1265 (Wash. 2008)). The State
 3 further argued that “the *amount of profit*” that GEO allegedly “derived from the unfair detainee
 4 labor practices” is “necessary for the computation of ‘disgorgement,’ the remedy for unjust
 5 enrichment.” *Id.* (emphasis State’s). The State then argued that while the differential calculation
 6 called for by the State’s own complaint is “an essential part of the disgorgement of unjust
 7 enrichment analysis,” it was nonetheless entitled to scour all of GEO’s financial records in order
 8 to “evaluate the full value of the benefit received and retained by GEO, including company-wide
 9 profits, resulting from [GEO’s] practice of failing to pay adequate compensation to detainees” at
 10 NWDC. *Id.* That is a classically overbroad discovery request wholly untethered from any
 11 defensible relevance theory.
 12

13
 14 Although GEO argued extensively that its financial records not only have no bearing on
 15 the State’s claim as pled but also have no bearing on any plausible recovery for what is essentially
 16 a wage claim, *id.* at 17-21, the Court held (without elaboration) that some financial documents are
 17 relevant to the unjust enrichment claim. *See* Disc. Order, 8-9. When GEO sought reconsideration,
 18 or at least clarification of this aspect of the Discovery Order, the Court affirmed its prior order and
 19 again declined to explain its reasoning, stating that it would be “imprudent” to address the “merits”
 20 of the issue. Reconsideration Order, 2. Yet, by compelling the production of the documents, the
 21 Court has found that this highly sensitive financial information is relevant to the State’s unjust
 22 enrichment claim—without explaining the basis for this finding. To authoritatively clarify this
 23 disputed issue, which raises the specter of millions of dollars in restitution and the release of highly
 24 confidential and sensitive business information, GEO seeks certification of the Orders for
 25 interlocutory appeal.
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STANDARD OF REVIEW

Federal law gives district courts the power to certify issues for interlocutory appeal when certain conditions are met:

When a district judge, in making in a civil action an order not otherwise appealable under this section, shall be of the opinion that such order involves a controlling question of law as to which there is substantial ground for difference of opinion and that an immediate appeal from the order may materially advance the ultimate termination of the litigation, he shall so state in writing in such order.

28 U.S.C. § 1292(b). Whenever a district court concludes that its underlying order meets Section 1292(b)'s criteria, it may certify that order for interlocutory appeal, which vests the appellate court with jurisdiction. *Id.* That appellate court may then exercise that jurisdiction at its discretion. *Id.*

Section 1292(b) requires a movant to show three elements: (1) a controlling question of law, (2) substantial grounds for differing opinions, and (3) material advancement through immediate appeal. First, whether a trial court's order involves a "controlling question of law" turns essentially on whether "resolution of the issue on appeal could materially affect the outcome of litigation in the district court." *In re Cement Antitrust Litig.*, 673 F.2d 1020, 1026 (9th Cir. 1981). While some circuits have limited this element to "pure legal questions," the Ninth Circuit has not. *E.g., Dalie v. Pulte Home Corp.*, 636 F. Supp. 2d 1025, 1028 (E.D. Cal. 2009) (citing *In re Cement*, 673 F.2d at 1026-27). And while discovery issues may turn on fact questions that would not support certification under Section 1292(b), the Ninth Circuit has reviewed discovery orders that raised underlying relevance questions. *See Rivera v. NIBCO, Inc.*, 364 F.3d 1057, 1061-63 (9th Cir. 2004); *see also Mohawk Indus., Inc. v. Carpenter*, 558 U.S. 100, 110-11 (2009) (privilege issues likely to support review under Section 1292(b)); *Tennenbaum v. Deloitte & Touche*, 77 F.3d 337 (9th Cir. 1996) (reviewing discovery order under Section 1292(b)); *Transamerica Comput. Co., Inc. v. Int'l Bus. Mach. Corp.*, 573 F.2d 646 (9th Cir. 1978) (same).

Second, whether a district court's order offers "substantial grounds for [a] difference of opinion" may be satisfied in several ways. While a party's strong disagreement with the court's ruling is not enough, *Solis v. State of Washington*, No. C08-5479BHS, 2010 WL 1186184, at *3 (W.D. Wash Mar. 23, 2010), a substantial ground for difference of opinion exists "where the circuits are in dispute on the question and the court of appeals of the circuit has not spoken on the point, ... or if novel and difficult questions of first impression are presented." *Couch v. Telescope, Inc.*, 611 F.3d 629, 633 (9th Cir. 2010). And while "the mere fact that there is no Ninth Circuit authority precisely on point" may not suffice, *Lucas v. Hertz Corp.*, No. C 11-01581, 2012 WL 5199384, at *4 (N.D. Cal. Oct. 22, 2012), the Ninth Circuit has found this element satisfied when a district court's order raised "questions of first impression" about which "reasonable judges might differ." *Reese v. BP Expl. (Alaska) Inc.*, 643 F.3d 681, 688 (9th Cir. 2011).

Third, a district court's order may warrant an immediate appeal whenever that appeal could substantially narrow the disputed issues in a case. In light of the legislative policy underlying Section 1292(b), an interlocutory appeal should be certified when doing so "would avoid protracted and expensive litigation." *In re Cement*, 673 F.2d at 1026. Reversal of the underlying order need not end the case, however; it is enough that the appeal would settle one of its substantial aspects—such as by limiting the claims or parties involved—even if the appeal cannot have a "dispositive effect on the litigation" as a whole. *Reese*, 643 F.3d at 688.

ARGUMENT

I. The Orders Raise a Controlling Question of Law.

The Court's Orders raise a controlling question of law because they hold that GEO's financial information is relevant to the State's unjust enrichment claim, which is the sole and controlling claim for monetary relief in this case. The relevance of compelled discovery may be a

1 controlling question of law. In *Rivera*, the Ninth Circuit accepted the Section 1292(b) certified
 2 appeal of the district court's refusal to allow discovery into the plaintiffs' immigration status in an
 3 action under federal labor law. 364 F.3d at 1061-62. There, the parties disputed the relevance of
 4 the discovery. *See id.* In deciding the appeal on its merits, the Ninth Circuit affirmed the order
 5 both because the evidence at issue was not relevant to liability and because the district court was
 6 free to bifurcate proceedings to address relevance on damages at a later time. *See id.* at 1074-75.

8 So too here. Although the Court has not elaborated on its underlying rationale, the Orders
 9 hold that financial information is relevant to the sharply contested unjust enrichment claim, which
 10 raises a question of Washington common law that will determine whether GEO is liable for
 11 restitution to the State. Whether any financial documents are relevant to that claim depends on a
 12 proper interpretation of Washington's law regarding unjust enrichment, which the parties hotly
 13 dispute. *See* Jt. Mot., 5-13 (discovery requests); Jt. Mot., 15-19 (relevance arguments). The
 14 Court's Discovery Order compelling GEO to produce many of those documents implicitly adopted
 15 some unknown element(s) of the State's theory: either that an employer's profitability can be used
 16 either to establish unjust enrichment in a wage action or that an employer's profitability can
 17 support a disgorgement award to an hourly employee under an unjust enrichment theory—or both.
 18 *See* Disc. Order, 8-10. On reconsideration, the Court confirmed that implicit relevance holding
 19 without any further explanation. *See* Reconsideration Order, 2. Thus, the Orders rest
 20 fundamentally on a legal construction of the scope of Washington's unjust enrichment law.

24 That legal construction is a controlling question because it substantially affects the possible
 25 restitution damages to be awarded in this case. The Eastern District of Washington interpreted the
 26 Ninth Circuit's prior grant of an appeal under Section 1292(b) in *Rivera* as turning on the discovery
 27 order's "impact[] on the monetary damages available to the plaintiffs" as well as "whether the trial
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would be bifurcated.” *E.E.O.C. v. Glob. Horizons, Inc.*, No.: CV-11-3045-EFS, 2013 WL 12170299, at *2 (E.D. Wash. Oct. 28, 2013). That same analysis applies here: the Court’s interpretation of Washington’s unjust enrichment law will impact any potential award to the State by moving from the differential calculation articulated in the State’s own Complaint into a nebulous standard that relates—somehow—to GEO’s profitability. The Order therefore expands the possible liability from the terms alleged to some other amount with no clear boundaries.

Further, whether the financial information is relevant to the novel unjust enrichment claim determines whether GEO must press forward bearing the risk that its information will be improperly disclosed. The State has already demonstrated this risk by serving an expert report without confidentiality markings. Reconsideration Mot., 2-4. The consequences of disclosure of this information are severe: once the information is public, it cannot easily be taken back. In similar situations, such as the discovery of privileged information, the U.S. Supreme Court has stated that when a “ruling involves a new legal question or is of special consequence,” the “district courts should not hesitate to certify an interlocutory appeal.” *Mohawk Indus.*, 558 U.S. at 111.

II. The Orders Raise Substantial Grounds For Differing Opinions.

This second element is met when a district court’s construction of the law conflicts with other applicable case law or when that construction addresses a novel issue on which reasonable judges might differ. *See Reese*, 643 F.3d at 687-88. The Orders raise substantial grounds for differing opinions because the State’s unjust enrichment claim is a novel issue; it has not been decided by the Ninth Circuit, and reasonable judges may differ on what kinds of financial documents would be relevant to the claim in the context of this case.

First, the contours of the unjust enrichment claim are unsettled. The Court’s holding implicitly accepts some aspect of the approach urged by the State—which relied on *Young*, 191

P.3d 1258¹—to establish the alleged relevance of GEO’s profitability in its initial motion to compel. *See* Jt. Mot., 15-17. But *Young* is a clear mismatch to the State’s own theory of relief. *Young* involved improvements to real property, not wages for work performed, and thus has no bearing on the State’s case, in which the allegedly unjust “benefit” would be calculated (if at all) by a simple math question: the difference between the hourly wage rate the State alleges detainees should have gotten, and the \$1 per day that they did get. *See* Jt. Mot., 20; Reconsideration Mot., 5-6. That is the theory the State pled, so it is the theory that should drive this case now. Jt. Mot., 18-19; Reconsideration Mot., 4-5. The Court’s orders allowing discovery and denying reconsideration implicitly hold that *Young*’s real estate principles control the State’s wage claim.

By contrast, the State’s unjust enrichment claim calls for—at most—the theory it pled in the Complaint, which amounts to a simple differential calculation. Jt. Mot., 18-19, 25; Reconsideration Mot., 4-6. GEO explained that using profitability to establish liability, as the State urged by relying on *Young*, would upend wage laws by giving the State boundless power to prosecute profitable employers for unjust enrichment, and GEO further cited case law showing that company profitability is not normally a proper theory of recovery for wage claims. Jt. Mot., 25; Reconsideration Mot., 6. Indeed, cases like *Moberg v. Terraqua, Inc.*, 199 Wash. App. 1059, 2017 WL 3048645 (Wash. App. July 18, 2017), show that a defendant’s increased profitability is *irrelevant* to an unjust enrichment claim based on wages. The Court’s apparent reliance on *Young* does not account for any of these problems, nor did the Orders address *Young*’s facial mismatch with the State’s own allegations. That mismatch gives rise to substantial grounds for differing

¹ In its Reply, *see* Jt. Mot., 27-28, the State cited *Am. KUSA Corp. v. Advantus Corp.*, No. CV 08-3100, 2009 WL 10674756 (C.D. Cal. Sept. 29, 2009), *Gabriel Techs. Corp. v. Qualcomm, Inc.*, No. 08CV1992, 2012 WL 3150604 (S.D. Cal. Aug. 2, 2012) and *State Farm Mut. Auto. Ins. Co. v. CPT Med. Servs., P.C.*, 375 F Supp. 2d 141 (E.D.N.Y. 2005), but none of those cases involved wage claims or applied Washington law. And the profits awarded to the plaintiff in *Staff Builders Home Healthcare, Inc. v. Whitlock*, 108 Wash. App. 928, 33 P.3d 424 (Wash. App. 2001), arose from a former employee’s breach of contract, not from any wage claim.

1 opinions that the Ninth Circuit should resolve now, before GEO must incur the risk of disclosing
 2 its confidential information through discovery that proves to be improper.

3 Indeed, the equitable principles on which *Young* relied cut against its application here. The
 4 State’s attempt to dig through GEO’s finances can only conceivably be justified by arguing that
 5 GEO’s profits should be treated as consequential gains from its alleged unjust savings on labor
 6 costs. *See* Jt. Mot., 26 (State arguing that GEO’s profitability is “necessary to prove and quantify
 7 the reduction of wage costs ... and *how those savings increased GEO’s value, profitability, and*
 8 *expanded its business*”) (emphasis added). The court in *Young* relied substantially on the
 9 Restatement of Restitution to hold that an increase in property value was a proper measure of
 10 unjust enrichment under a disgorgement theory. 191 P.3d at 1265-66; *see also* Jt. Mot., 26 (citing
 11 *Young*, 191 P.3d at 1265). But the current Restatement explains that even when disgorgement is
 12 an appropriate remedy for unjust enrichment—which GEO does not admit—any consequential
 13 gains that can be awarded must still be limited to “identifiable and measureable” gains that are not
 14 “unduly remote.” Restatement (Third) of Restitution and Unjust Enrichment, § 51(5)(a), 53(3)
 15 (2011); *see also* Jt. Mot., 21 (GEO’s explanation why *Young* is inapposite); Reconsideration Mot.,
 16 5-6 (comparing *Young* to *Moberg*). Crucially, consequential gains arising from unjustly retained
 17 money—as opposed to real property or other tangible assets from which benefits may be fairly
 18 traced—are computed “by an award of *prejudgment interest*.” *Id.* § 53(4) (emphasis added). The
 19 State claims no prejudgment interest, Complaint, ¶¶ 4.9, 6.5-6.6; *see also* Jt. Mot., 26, but that is
 20 the limited remedy the law identifies, not a consequential cut of profits.
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26 Second, the Orders offer substantial grounds for disagreement by adopting a broad and
 27 unarticulated view of a potential unjust enrichment award in the context of a legal claim that is
 28 itself almost entirely unprecedented. In *Reese*, the Ninth Circuit explained that “novel and difficult

questions of first impression” on which “reasonable judges might differ” can suffice to show substantial grounds for differing opinions. 643 F.3d at 688. Here, the State’s unjust enrichment claim is in effect one for wages, measured either by state wage laws or some nebulous “fair wage.” Complaint, ¶ 6.5. But courts have rejected wage claims by ICE detainees against detention centers, either under state or federal labor laws. *See Whyte v. Suffolk Cty. Sheriff’s Dep’t*, 91 Mass. App. Ct. 1124, 2017 WL 2274618 (Mass. App. Ct. May 24, 2017) (holding dismissal of minimum wage and unjust enrichment claims); *Alvarado Guevara v. I.N.S.*, 902 F.2d 394 (5th Cir. 1990); *Menocal v. The GEO Grp., Inc.*, 113 F. Supp. 3d 1125 (D. Colo. 2015). And the unjust enrichment claims that are currently pending have not yet been decided on the merits, let alone settled by any Circuit courts. *See, e.g., Menocal*, No. 14-cv-02887 (D. Colo.); *Novoa v. The GEO Grp., Inc.*, No. 5:17-cv-02514 (C.D. Cal.). That makes the relevance question at the heart of the Court’s Orders just the sort of “novel and difficult question[] of first impression,” *see Reese*, 643 F.3d at 688, that warrants immediate review: in light of the Court’s relevance holding, GEO will be forced to produce highly confidential documents relating to its contract with the federal government, with the risks outlined in its Motion for Reconsideration, and must do so without any explanation from the Court as to how those documents are relevant and might be used in the case going forward.

III. An Immediate Appeal Could Materially Advance This Case.

Finally, a reversal of the Orders would materially advance this case by simplifying the issues to be resolved through dispositive motions or by a jury. As the Ninth Circuit has explained, an interlocutory appeal may materially advance a case even when it does not “have a final, dispositive effect on the litigation,” and it is enough that the appeal could settle some issues in a case, such as by limiting the number or breadth of the claims alleged. *Reese*, 643 F.3d at 688; *see also Kuehner v. Dickinson & Co.*, 84 F.3d 316, 319 (9th Cir. 1996) (1292(b) satisfied even when

1 order will not “determine[] who will win on the merits”).

2 Here, a successful appeal would limit the State to the damages theory it pled, rather than
3 allow it to burrow through GEO’s confidential financial documents to concoct an amorphous
4 equitable theory that the State now values at hundreds of millions of dollars in restitution. Curbing
5 the lone monetary damages theory in this case may in itself have a significant impact on whether
6 the parties continue the litigation. At a minimum, that result would simplify the parties’ further
7 disputes relating to damages and limit the scope and extent of the discovery that remains ongoing.
8

9 Finally, an interlocutory appeal could be completed without any substantial effect on the
10 current trial schedule. Indeed, federal law allows an appellate court to expedite any appeal “if
11 good cause therefor is shown,” 28 U.S.C. § 1657(a), and courts have followed that approach for
12 interlocutory appeals under Section 1292(b). *E.g., Ark. Peace Ctr. v. Ark. Dep’t of Pollution*
13 *Control*, 992 F.2d 145, 146 (8th Cir. 1993). Because an appeal of the Court’s Order will involve
14 only a narrow legal question—whether unjust enrichment for underpayment of wages makes
15 financial information about profitability relevant—it can be quickly resolved. The appeal GEO
16 seeks here may not disrupt the schedule leading up to the trial currently slated for June 17, 2019.
17 *See* Order, ECF 137 (setting schedule). But it will bring substantial clarity to the proceedings by
18 determining whether the confidential information sought from GEO—at the risk of unauthorized
19 disclosure and significant competitive damage to GEO—is relevant to the unjust enrichment claim.
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23 CONCLUSION

24 In light of the foregoing, GEO respectfully requests that the Court either (1) issue an order
25 containing findings under Section 1292(b) and certifying the Discovery Order and Reconsideration
26 Order for immediate appeal under Section 1292(b) or, in the alternative, (2) modify the Orders to
27 include the necessary findings to make the Orders immediately appealable under Section 1292(b).
28

1 Dated: October 25, 2018

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CERTIFICATE OF SERVICE

I, Sean Topping, hereby certify as follows:

I am over the age of 18, a resident of Queens County, and not a party to the above action.

On October 25, 2018, I electronically served the above Motion for Certification of Interlocutory Appeal via ECF to the following:

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1 I certify under penalty of perjury under the laws of the State of Washington that the
2 above information is true and correct.

3 DATED this 25th day of October, 2018 at New York, New York.
4

5 /s/ Sean M. Topping
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